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ABSTRACT

This evaluation report on the Teacher Corps is divided into three parts. The first part describes the past and present status of the organization, looking at a) origin and history, b) the 1974 amendments, c) current operations, d) staffing and financial data, e) scope, f) minority recruitment, and g) analysis of past evaluations. The second part assesses Teacher Corps in terms of the following: a) progress toward goals and objectives, b) comparison with other teacher education programs, c) cost effectiveness, d) program flexibility, e) efficient management, and f) comprehensiveness. The third part comprises a list of recommendations. Five appendixes are included which contain a) a legislative history, b) a synopsis of the tenth cycle, c) a listing of evaluations, d) responses to a questionnaire, and e) a listing of special development projects. (PB)

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Teacher Corps: Past or Prologue?

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A Report with Recommendations to

the President and the Congress

by the

National Advisory Council on Education Professions Development

July 1975

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July 24, 1975

Dear Mr. President:

Authorization of the Teacher Corps, along with other provisions of the Higher Education Act, expires June 30, 1976. The National Advisory Council on Education Professions Development has prepared this report in preparation for Congressional hearings and debate on the future of Teacher Corps and other parts of the Education Professions Development Act. By presenting a timely report, it is our intention to help sharpen this debate by throwing light on the basic issues involved.

This report analyzes Teacher Corps as an instrument of Federal policy for education personnel training, with the ultimate and most important aim of improving student learning.

The Council found several shortcomings during its review of the first ten years of Teacher Corps; it also agrees that Teacher Corps is headed in the right direction, that it properly seeks to deal with the school as a social system, that it deserves the support of the Congress and the educational community, and that we approve of your recommendations that it be continued. In fact, we recommend even stronger support for a dynamic program with bipartisan support and demonstrated flexibility.

Sincerely,

Walter Tice
Chairman

The President
The White House
Washington, D.C. 20500

Foreword

In the Spring of 1974 the Members of the National Advisory Council on Education Professions Development felt the need to take stock, to define new directions, and to undertake the kind of review and analysis mandated in Title V of the Higher Education Act of 1965.

These new efforts led to publication of a review of the activities of the former Bureau of Education Professions Development:

> Staffing the Learning Society: Recommendations for Federal Legislation (April 1975), and
>
> Gatekeepers in Education: A Report on Institutional Licensing (April 1975).

The present report:

> Teacher Corps: Past or Prologue?

is intended to cover the other major activity authorized by Title V of HEA.

In presenting this report, I want to acknowledge the work of David Nichols, Associate Director of the Council, as well as the membership of the Council which made the original decision to give a new focus to the work of the Council. The Chairman of the Council at that time was Larry Blake, succeeded by Julia Jacobsen as Acting Chairwoman, and Lyle E. Anderson, Jr. as Chairman.

The present report was conceived, and the staff was authorized to investigate the topic further when the Council included not only Dr. Anderson and Mrs. Jacobsen, but also Waldo Banks, Sr., Thomas R. Hills, and Arnulfo Oliveira.

In preparing the report, the staff benefited from the services of James C. Stone who served as consultant, from the staff of the Teacher Corps in the U. S. Office of Education, and from numerous Teacher Corps project directors and staff and others, not all of whom are acknowledged in Appendix D.

This report presents the views of the Council (with one dissenting member, see page 27). In acknowledging the work of others, the fact remains that the 15 present Members are the ones who considered the various alternatives, reviewed the evidence, and adopted the report here presented so that it now speaks for them, no matter how many helpful persons assisted in its formulation and development.

- George E. Arnstein
Executive Director

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1. Teacher Corps: Past and Present

Historical Backgrounds

John Kenneth Galbraith wrote an article in Harpers in 1964 calling for the Federal Government to enlist the aid of teachers in the war against poverty since "there is no place in the world where a well-educated population is really poor."[1] In the mode of Peace Corps, and with good pay, a corps of teachers should be made ready to serve in urban or rural areas, wherever they might do the most good. Meantime, a similar idea was being discussed informally in Congress in connection with the Elementary and Secondary Education Act of 1965, then being proposed, but which had no provisions to improve the quality of teachers for low-income schools.

In the early discussions there was a difference of opinion over the composition of the Corps -- although not over its purpose. A group of master teachers had gone to Prince Edward County in Virginia to teach black children when the public schools there were closed in noncompliance with a court order to desegregate. Some thought of this as a model for Teacher Corps. Others disagreed; they felt that young teacher-interns would be more enthusiastic and could do more good. Out of compromise and consensus, Congress agreed on a model for Teacher Corps that combined both elements, but with an emphasis on teacher interns, a feature that also appealed to those who sought more teachers to reduce the teacher shortage.

Teacher Corps originally was supposed to be part of ESEA, but for tactical reasons was included in the Higher Education Act of 1965. The Congressional sponsors of the legislation decided to seek the support of President Lyndon Johnson to get the legislation made part of his legislative package that went into the Higher Education Act. Johnson was quick to espouse the idea and made a surprise visit to the National Education Association's annual convention in Atlantic City on July 2, 1965, where he announced that the Administration was going to propose legislation to create the Teacher Corps: "to enlist thousands of dedicated teachers to work alongside of local teachers in city slums and in areas of rural poverty, where they can really serve their nation. They will be young people, preparing for teaching careers. They will be experienced teachers, willing to give a year to the places in their country that need them the most. They can bring out the best in our nation to help the poorest of children."

Teacher Corps was incorporated into Title V of the Higher Education Act, and was signed into law on November 9, 1965 (P.L. 89-329). But there were opponents of Teacher Corps from the beginning. Basic questions about policy went unanswered, even unheard. According to one study, "the circumstances of debate and passage, combined with the fear of Federal control and other objections, made it virtually impossible ever to consider the Teacher Corps on its merits again (emphasis added). The President's support had paid off -- but the opposition had been silenced, not eliminated."[2]/

Opposition to the original legislation followed several lines. There was the fear of Federal control; some thought that Teacher Corps members would be little more than outside agitators coming in to take over the schools. The views of Congresswoman Edith Green perhaps reflected the position of the educational establishment. "She felt that the Teacher Corps would bring untrained and unqualified people into the teaching profession. Mrs. Green also was concerned with the fringe benefits to be paid the interns. She felt bonuses to master teachers for supervising interns, tuition-free graduate study for interns, and lighter teaching loads would give Corpsmen advantages over regular teachers that could damage morale among regular local teachers 'who are on the job not just for two years, but twenty.'"[3]/

In response to lingering doubts about the original formula for Teacher Corps, the legislation was substantially amended in 1967, with the effect of de-nationalizing the Corps by emphasizing local control over the content of programs. For example, the experienced teachers serving as team leaders would be locals, not brought in from outside. The maximum amount of Federal funding, originally 100 percent, was reduced to 90 percent. Selection of interns and team leaders was relegated to local education agencies, not the national Teacher Corps. The legislation also was amended to provide for enrollment of college undergraduates who had completed two years of college. Too, Teacher Corps was merged at the national level into the Bureau of Education Professions Development, where it lost some of its earlier autonomy. (Subsequently it was de-merged, and the Director of Teacher Corps now reports directly to the Commissioner of Education.)

In 1970, amendments were enacted that allowed for volunteers (high school and college students) to be employed on a part-time basis as tutors or instructional aides at program sites. In addition, the target group of children was expanded to include youth offenders and juvenile delinquents.

1974 Amendments

The most substantial amendments to Teacher Corps occurred in 1974 under provisions of P.L. 93-380. The legislation authorized Teacher Corps to provide support for demonstration projects to retrain experienced educational personnel serving in local educational agencies. Under the previous law, the Teacher Corps could enroll experienced teachers only if they were leading teaching teams consisting of inexperienced teacher-interns. A rationale for this change is set forth by the Senate Committee on Labor and Public Welfare (March 29, 1974):

> While the overall teaching shortage may no longer be the severe problem it was in the past, there continue to be special needs, particularly in poverty area schools. The Teacher Corps has effectively utilized such techniques as individualized instruction, team teaching, and competency based teacher training in poverty area schools. The Committee believes that the Teacher Corps should have the authority to support demonstration projects retraining present educational staffs in these techniques, in addition to supporting the teacher-intern program in such schools.[4]/

Under the guidelines prepared for the new Tenth Cycle Teacher Corps grants, projects may emphasize one of five areas (see Appendix B for a synopsis of how the Tenth Cycle of Teacher Corps is supposed to operate):

-- training complex, meaning variations on the teacher center idea;

-- competency-based teacher education;

-- training for implementing alternative school designs;

-- interdisciplinary training approaches;

-- training for the systematic adoption of research findings.

Teacher-interns will continue to work alongside experienced teachers in a target low-income school, just as they have always done, but in much reduced numbers; now there will be only four interns to a project, compared with ten or more in earlier cycles. The significant difference from the old style Teacher Corps is that now all teachers in the participating school will be involved for retraining.

This change in mission is a response to changing circumstances and criticism leveled at Teacher Corps that a pre-service

program is not needed in a time of teacher "surpluses." In addition, the Teacher Corps is trying to show that for change to occur in the schools, the entire school staff should be involved and be supportive of the changes being implemented.

How Teacher Corps Operates

In summary, Teacher Corps has three goals:

1. To strengthen the educational opportunities available to children in areas having high concentrations of low-income families;

2. To encourage colleges and universities to broaden their programs of teacher preparation;

3. To encourage institutions of higher education and local education agencies to improve programs of training and retraining for teachers and teacher aides.

The third goal is new, having been added by the 1974 legislation. Teacher Corps is authorized by Congress to carry out five different functions related to these goals, as follows:

1. Attracting and training qualified teachers who will be available to local education agencies for teaching in the low-income areas;

2. Attracting and training inexperienced teacher-interns who will be made available for teaching and in-service training to local education agencies in such areas, in teams led by an experienced teacher;

3. Attracting volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by local education agencies and institutions of higher education serving such areas;

4. Attracting and training educational personnel to provide relevant remedial, basic, and secondary educational training, including literacy and communicative skills, for juvenile delinquents, youth offenders, and adult criminal offenders;

5. Supporting demonstration projects for retraining experienced teachers and teacher aides serving local education agencies.

Teacher Corps operates on the basis of a system of project grants to an average of about fifty grantees in each Teacher Corps cycle. A "project" is jointly developed by an institution of higher education and a local education agency, a proposal is submitted to Teacher Corps-Washington, and a panel of reviewers determines which of these proposals will receive grants. Grantees are chosen on the basis of how well their proposals appear to meet the criteria set forth in the guidelines, and other considerations, as determined by the reviewers.

There is no "typical" Teacher Corps project entirely representative of the decade, because Teacher Corps has changed over the years. A "typical" project, in the early Teacher Corps, operated as follows (according to Corwin's analysis of ten Second and Third Cycle projects):

> The typical local Teacher Corps program was headed by a program director who was usually on the faculty of the college of education. The program was planned mainly by college faculty members. The college and the participating school district each controlled part of the funds. A typical program involved about 33 interns working in five teams. A team was headed by a team leader, who most often was chosen by the principal. There was also a program coordinator in each cooperating school district who was responsible for coordinating activities in the school district with the program director.[5]

Early projects consisted of a pre-service component of about eight weeks of training on teaching disadvantaged children. This was followed by an internship consisting of aiding a teacher (60 percent of the intern's time); taking college course work (20 percent of the time); the remainder of the intern's time was supposed to be spent on community projects.

By Sixth Cycle, a typical project had changed in character. Marsh's analysis, based on a study of twenty Sixth Cycle projects, shows that Teacher Corps projects typically were being jointly operated by a college, a school district, and a local community, both in terms of preparing a proposal and of administering the program.

> Typically a proposal to establish a Teacher Corps project is prepared jointly by an institution of higher education (IHE), one or several local school districts (LEA's), and a local community or cluster of communities. In some cases, more than one IHE may be involved. The grant typically is in two

parts: a grant covering the intern's instructional costs, which goes to the IHE, and a grant covering intern and team leaders' salaries, which goes to the local school district.[6]

Marsh points out that in Sixth Cycle there were four Teacher Corps strategies: competency-based teacher training, community involvement, team teaching, and portal schools. He refers to the fact that individual projects were often somewhat different from one another in their interpretation of the guidelines. The specific goals differed from project to project, as did the training methods and anticipated outcomes. The new character of the Sixth Cycle Teacher Corps was reflected in its contrast with conventional teacher education.

> Teacher Corps programs as a whole differ from typical teacher training programs in several ways. First, a Teacher Corps intern spends 80 percent of each day in training and classroom participation throughout the program. The university courses are often taught at or near the intern's designated school, giving teacher training a much closer relationship to the reality of the school. A cooperative team (a team leader and about six interns) carries out the instruction of pupils and the team leader supervises the interns in the school setting. Through this team structure and in other ways, interns receive a high level of counseling and support in their personal development. In addition, trainees spend 20 percent of their time working in the target community in an effort to understand better and relate to the broader needs of the children they serve. These general training goals, together with the implementation of prototype competency-based teacher education programs, makes the Teacher Corps training somewhat unique.[7]

Under Teacher Corps as it now operates, the state education agency is required to indicate approval on all Teacher Corps grants. Tho local education agency is expected to pay at least ten percent of the Corps members' salaries and related benefits, while the Federal Government pays up to 90 percent.

Teacher Corps operates in two year cycles, which lends itself to confusion. For instance, in 1975, Ninth Cycle projects are in their second year, while Tenth Cycle projects are being funded initially. Ninth Cycle covers 1974-76; Tenth Cycle covers 1975-77. All projects do not operate for a complete 24 months and are classified according to cycle rather than the year of operation. Most projects begin operation in the summer with an orientation; the practicum and course work generally begin in September.

Teacher Corps interns either hold bachelor's degrees or have completed two years in programs leading to bachelor's degrees (determined according to the project). The teacher-interns are placed in teams led by an experienced teacher.

The local education agency maintains control because it is authorized to:

1. assign and transfer Corps members within the school system;

2. determine the subject matter to be taught and

3. determine the continuance of the assignment of Corps members within the system.

Some pertinent data on interns follows:

-- Corps interns are recruited regionally and their names are forwarded to a project for local selection;

-- Corps interns can request or be assigned to projects outside of their region;

-- Corps interns generally are between the ages of 19-25;

-- Approximately fifty percent of interns belong to a minority group;

-- Interns spend sixty percent of their time teaching in the classroom, twenty percent in studying toward bachelor's and master's degrees and certification, and twenty percent in community affairs;

-- Grade point average requirements range from 2.0-2.8; other qualifications vary according to the emphasis of each project;

-- Intern compensation is not to exceed $150.00 per week, plus $15.00 for each dependent. Interns are also entitled to hospitalization and retirement benefits.

Staffing Data

Table 1 presents data on Corps members, Cycles 1-10, showing a trend in the ratio of interns to experienced teachers over the ten year period. The ration was approximately 6/1 from 1966 through 1972 and then changed to about 1.4/1 in 1973 before flipping over to preponderance of experienced teachers in 1974, with a ratio of 1/2.5. The ratio is expected to be about 1/17 in Cycle 10.

Table 2

Corps Member Data

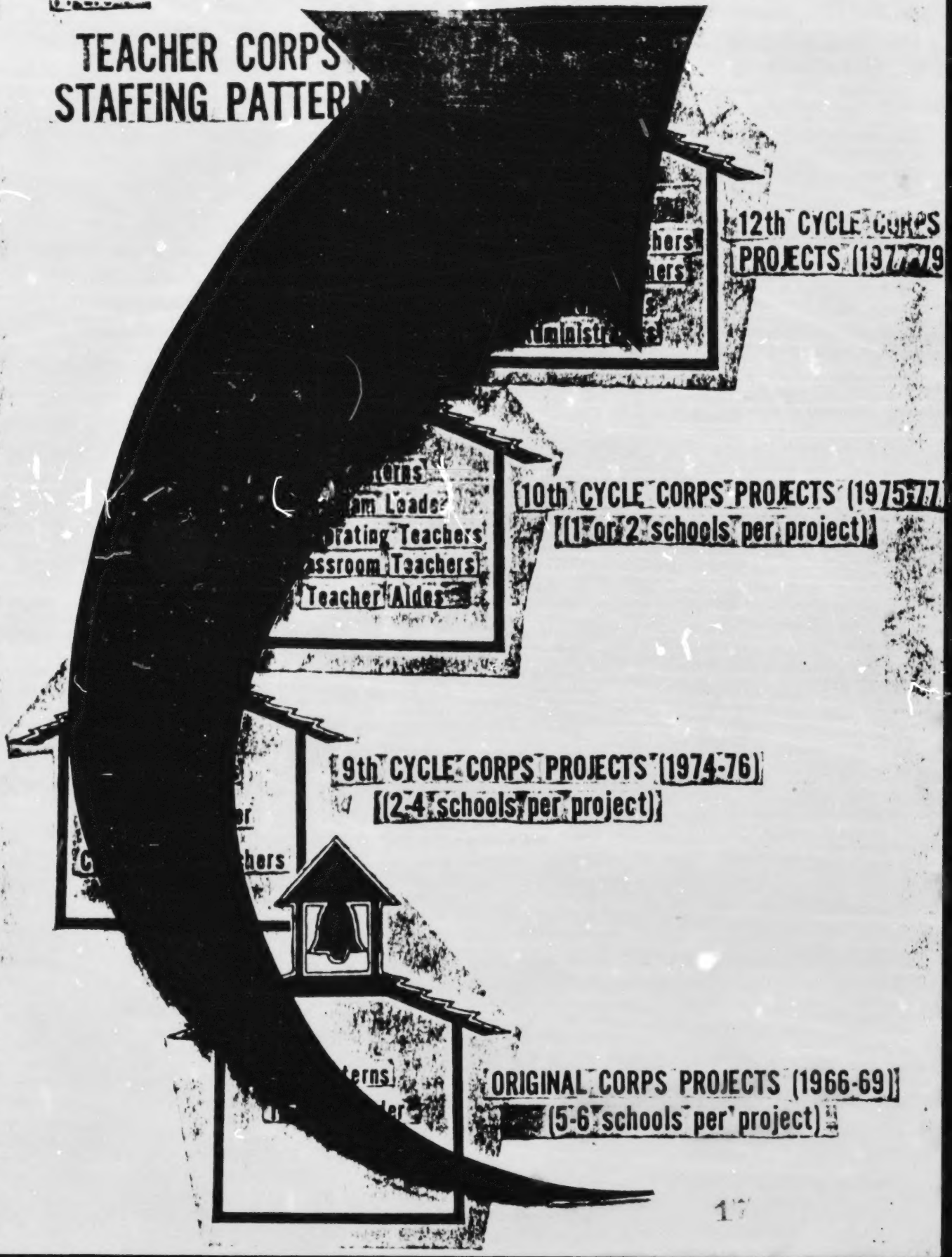
Cycle	Year	# of Interns Started	Teachers in Retraining	Ratio Interns/Teachers
1	1966	1279	213	6 / 1
2	1967	930	155	6 / 1
3	1968	1029	171	6 / 1
4	1969	1330	222	6 / 1
5	1970	1223	204	6 / 1
6	1971	1385	231	6 / 1
7	1972	1534	272	5.6/ 1
8	1973	1358	951	1.4/ 1
9	1974	735	1873	1 /2.5
10*	1975	220	3770	1 / 17

* Estimate

Source: Teacher Corps

Figure 1 depicts the aim of involving the total staff of a target school in Twelfth Cycle Corps. Original projects included 5-6 schools per project; beginning in Ninth Cycle, the number of target schools was reduced by two to four schools per project; in Tenth Cycle it will be reduced to one or two schools. Ultimately there will be total staff participation in each project, based on the assumption that change requires maximum participation of persons to be affected by the changes proposed.

TEACHER CORPS
STAFFING PATTERN



Financial Data

Table 2 shows Teacher Corps appropriations by activity for Fiscal Years 74 and 75. It reflects three categories of expenditures: development (R&D), recruitment and referral centers (now being phased out), and projects -- the heart of Teacher Corps, with expenditures divided between institutions of higher education and local education agencies.

Table 2

Teacher Corps Appropriations by Activity, FY 74 and 75 (in thousands)

Activity	Appropriations*	
	FY 74	FY 75
I. Development		
9th Cycle	330	570
10th Cycle	-	1,285
(Includes National Corps Member Training Institute and Management Information Training contract)		
II. Recruitment and Referral Centers	286	737
III. Projects		
9th IHE's	7,850	500
9th LEA's	7,484	610
10th IHE's	-	10,525
10th LEA's	-	5,960
Subtotal	15,950	20,187
IV. Other Cycle Costs		
7th Cycle	14,750	475
8th Cycle	6,800	16,838
TOTAL	37,500	37,500

Source: Teacher Corps

Table 3 shows the authorizations and appropriations for Teacher Corps, FY 66 through FY 75.

Table 3

Teacher Corps: Authorizations and Appropriations
FY 66 - FY 75 (in millions)

Fiscal Year	Authorized	Appropriated
66	$ 36.1	$ 9.5
67	64.7	11.3
68	33	13.5
69	36.1	20.9
70	80	21.7
71	100	30.8
72	100	37.4
73	37.5	37.5
74	37.5	37.5
75	37.5	37.5

Scope

To give some idea of the scope of Teacher Corps, in FY 74 there were 94 projects operating in 158 school districts and in 93 institutions of higher education. According to the Office of Education, projects affected 125,000 children of whom 47,700 (37.8 percent) were from families with incomes below $3,000. Approximately 80 percent of the children were in elementary schools. Over the ten years, projects also reached special clientele groups as follows: bilingual children (69 projects), Indian children (67 projects), and children in training institutions (16 projects).

Minority Recruitment

Teacher Corps has recruited a high proportion of its members from among minority groups, especially blacks, and other minorities are also represented in significant numbers, especially when compared to higher education enrollments as a whole. See Table 4, following.

Table 4

Minority Enrollment in Teacher Corps Compared to Minority Enrollment in All Higher Education, 1968 - 1972 (By Estimated Percentages)

	1968		1970		1972	
	Total*	TC** Interns	Total	TC Interns	Total	TC Interns
Blacks	4.4	28	6.3	35	9.0	34
Spanish Mexican Puerto Rican Cuban	1.0	1	2.0	13	2.5	17
Native American	.3	NA***	.5	5	.6	9
Other (including Orientals)	.5	3	1.0	3	1.2	1

*Percent of total enrollment in higher education. Data taken from "Total Degree Credit Enrollment in All Institutions of Higher Education by Attendance Status, and by Institutional Control: U.S. Fall 1963-1983," Projections of Educational Statistics to 1983-84, Department of Health, Education, and Welfare (Washington: Government Printing Office), 1975.

** Percent of Teacher Corps interns. No official data for 1968 and 1970 were available.

*** Native Americans were included among "other" in the 1968 data.

What the Evaluations Show

Many studies conducted internally by Teacher Corps and externally as sponsored research have made assessments about the performance of Teacher Corps. (See Appendix C for a listing

of the main evaluations.) According to G. Thomas Fox, Jr., of the University of Wisconsin-Madison, who recently analyzed nine of these studies, all studies tended to agree that Teacher Corps has demonstrated durability and flexibility in its attempts to achieve its legislative mandate. The following assessments, excerpted and quoted below, are organized according to a frequency count, i.e., Fox has counted recurring themes in the evaluations he studied.[8]/

1. The interns recruited by Teacher Corps have backgrounds different from most teacher trainees, come from minority populations, and have had different nonacademic experiences. (Mentioned in all nine studies.)

2. Institutions of higher education are far less flexible even than local schools. Most studies found little change in the curriculum and instructional procedure of the training institution due to Teacher Corps and no change in roles or institutional arrangements.

3. Interns make ineffective change agents. (Mentioned in six studies.)

4. The demands put upon interns are extreme. The nature of the practicum, participation in community activities and certification through college or university training courses makes for a highly volatile two year experience for interns. (Mentioned in five studies.)

5. A more careful monitoring system should be employed by Teacher Corps-Washington, both to supply more information for their funding decisions and to identify where assistance is needed by local projects. (Mentioned in five studies.)

6. The extent of a project's success depends less upon the commitment to Teacher Corps' ideals or even to hard work and intellect but more upon the managerial abilities of project participants and previously established organizational relationships. (Mentioned in four studies.)

7. Priorities need to be placed upon Teacher Corps' goals, strategies must be clearly specified, and project must be funded accordingly. (Mentioned in four studies.)

8. Institutions of higher education exhibit a strong inclination to isolate their Teacher Corps projects from the more normal procedures used in teacher training. (Mentioned in four studies.)

9. Institutions of higher education exhibit little ability to coordinate and collaborate with local school districts and communities. (Mentioned in four studies.)

10. The more service oriented the Teacher Corps project, the less educational change (curricular, instructional, or institutional) will be achieved. (Mentioned in four studies.)

11. Intern training must include organizational theory. (Mentioned in three studies.)

12. Compared to other EPDA programs administered by the National Center for the Improvement of Educational Systems, Teacher Corps rates very high in achieving its objectives. (Mentioned in three studies.)

13. A liberal attitude and commitment to educational change by college or university personnel are necessary for projects to achieve any progress towards Teacher Corps goals. (Mentioned in three studies.)

14. Intern appreciation of their instructors (in the colleges and universities) is not related to formal professional recognition of the instructors' expertise. (Mentioned in three studies.)

15. The more the local schools are involved with training decisions, the less innovation will occur in the classrooms. (Mentioned in two studies.)

Fox's findings reflect an analysis of nine studies which vary in quality, scope and intent; nevertheless, there appears to be considerable agreement among evaluations that some of the underlying assumptions of the original Teacher Corps are open to question, for example, the central role of a teacher-intern as a change agent in the schools. The recent shift of emphasis in Teacher Corps from pre-service to in-service (retraining) appears to be supported by these data. A managerial tightening-up also appears to be in order, according to a number of the studies, including a more careful monitoring effort by Teacher Corps-Washington. It is also apparent that institutions of higher education could do a great deal more to enhance their effectiveness in Teacher Corps.

Most of the studies have in fact pointed up both strengths and weaknesses of Teacher Corps. The most recent evaluation, by David Marsh and Margaret F. Lyons, found that Teacher Corps graduates are more effective than control group teachers both in terms of some teaching skills that they have and in terms of their effectiveness with their pupils. For example, they were found to be superior in doing some of the following:

developing ethnically relevant curricula, using community resources in teaching and initiating contact with parents, bringing about changes in a child's self concept. According to Marsh, these results reflect a specific concern about the low-income group of children on the part of the graduate.[9]/

A lengthy study conducted by Ronald Corwin on Second and Third Cycle Teacher Corps projects provided data for a recent report on Lessons from the Teacher Corps. Corwin says it is not easy to arrive at a categorical conclusion about the effectiveness of Teacher Corps, and he gives several reasons why.

> First, there were variations in the degree to which the program as planned was actually implemented. Second, the program, even as planned, was attempting to achieve multiple goals that were in partial conflict with one another. Third, the obstacles confronted by the program were exacerbated by the Congress itself, in particular the low funding levels, funding delays, continued controversy about program goals, struggles for control over the program, changed signals, and decentralization of control after the program was launched. Often, as an outcome of the lack of firm control, local schools and colleges were able to co-opt the program in the service of their own limited purposes.[10]/

Corwin recommends that, in the future, the Congress take steps to assure in advance that such programs be based on an explicit strategy for change; that the administering agency be given adequate authority to enforce guidelines; that specific standards and criteria of competence be established for selecting the participating organization; that there be a clear division of labor and improved coordinating mechanisms.

2. Teacher Corps: An Assessment

Teacher Corps is a reform program designed to improve the education of disadvantaged children through improved teacher education. The original legislation established two broad purposes for Teacher Corps: (1) to strengthen the educational opportunities available to children in areas having concentrations of low-income families; and (2) to encourage colleges and universities to broaden their programs of teacher education. P.L. 93-380 (signed into law by President Ford on August 21, 1974) added a third purpose: to encourage institutions of higher education and local education agencies to improve programs of training and retraining for teachers and teacher aides.

To achieve its goals, Teacher Corps is authorized to attract and train college graduates and upperclassmen to serve in teams under experienced teachers; to attract volunteers to serve as part-time tutors or full-time instructional assistants; to attract and train educational personnel to provide specialized training for juvenile delinquents, youth offenders, and adult criminal offenders; and to support demonstration projects for retraining experienced teachers and teacher aides serving local education agencies.

Typical participant activities involve academic work in a college or university, on the job training in the schools, and participation in school-related community projects. Typical program elements include teacher education based on performance criteria, involvement with other college and university departments outside of the school of education, granting credit for the internship period, and utilization of regular school staff and members of the community as aides in the teaching staff.

In making our assessments of Teacher Corps, we have studied the formal evaluations, of which there are nine, some running into hundreds of pages (titles listed in Appendix C). We have attempted to gain a hands-on flavor by visiting a few Teacher Corps projects. And we have consulted many persons knowledgeable about Teacher Corps.

Given the complexity of Teacher Corps, it has seemed desirable to formulate a set of criteria to use in making our analysis. We have chosen the following:

(1) Progress toward meeting its goals and objectives
(2) Comparison with other teacher education programs
(3) Cost effectiveness
(4) Program flexibility
(5) Efficient management
(6) Comprehensiveness

1. Progress Toward Goals and Objectives

Assessing the evidence of whether Teacher Corps has made progress toward reaching its goals and objectives is even more difficult than it might be under the best of circumstances because of the broadness of the legislation and other factors identified by Corwin, as noted earlier. Nevertheless, we cite the following evidence, grouped according to the original twofold legislative mission of the Corps: (a) strengthening educational opportunities and (b) broadening teacher training programs.

A. Strengthening Educational Opportunities

The General Accounting Office issued a report to the Congress in July 1972 which found that Teacher Corps strengthened educational opportunities for children of low-income families who attended schools where Corps members were assigned. Corps members provided individualized instruction, used new teaching methods, and expanded classroom and extracurricular activities. The classroom assistance provided by interns apparently made it possible for regular teachers to devote more time to individualized instruction.

The GAO study found that Corps members generally become involved with community-school activities. Some participants believed, however, that the activities were of little or no benefit because of poor planning and lack of community support. This suggests need for more attention by Teacher Corps to program management.

The GAO study found that a majority of the interns who graduated from the program remained in the field of education, and most interns took teaching positions in schools serving low-income areas. Retention rates have also been estimated by Teacher Corps. Based on responses from 900 of 1300 Corps graduates in June 1972, 63 percent intended to remain in the field of education; 27 percent intended to remain as teachers in the school district where they served as interns.

In his study of the Sixth Cycle, Marsh found that Teacher Corps graduates were more effective than control group teachers both in terms of teaching skills and effectiveness with their pupils. For example, Corps members were superior in: developing ethnically relevant curricula, using community resources in teaching and initiating contact with parents, and bringing about changes in a child's self concept.

According to the comparative analysis by Fox, all evaluations have shown that interns recruited by Teacher Corps are different from conventional trainees in that they tend to come from minority populations.

B. Broadening Teacher Training Programs

The GAO study indicated that Teacher Corps had some success in broadening teacher preparation programs at institutions of higher education. However, Fox's comparative analysis suggests that institutions of higher education have been resistant to accommodating Teacher Corps, and that they have shown little ability to collaborate with local school districts and communities.

On the basis of the evaluations, we conclude that Teacher Corps has made some progress in reaching its mandated objectives, but how much and for how long is far from certain. Some of the difficulty arises from the inconclusive and even contradictory evidence provided by evaluations. Some of the difficulty arises from imprecise language in the legislation. Most of the difficulty, however, appears to be in the complexity of the changes being sought, and the inadequate base of knowledge.

2. Comparison with Other Teacher Education Programs

How does Teacher Corps, looked at in terms of its function of teacher training, compare with other teacher education programs? Teacher education is offered in some 1400 colleges and universities. In the face of such variety and complexity, we offer the following generalizations, admittedly a cursory assessment.

Comments by critics of conventional teacher education tend to center on four "problems," as follows:

(1) the conventional teacher education design neglects continuing professional education; it assumes that teachers once prepared during the pre-service period are prepared forever;

(2) there is an inadequate relationship between professional teacher education and the "real" world;
(3) there is a weak base of theory and research in teacher education, resulting in part that teacher education is prey to continued faddishness;
(4) teacher education is a matter of low priority.

How does Teacher Corps score in relation to these four weaknesses in conventional teacher education? (1) Teacher Corps recently has been given a mandate to emphasize the retraining needs of teachers, thus it may help to redress the need for in-service education; (2) unlike much of conventional teacher preparation, Teacher Corps is based on a philosophy of combining learning with doing; (3) Teacher Corps early advocated competency-based teacher education as a means of improving teacher education, but its research efforts have been far from optimal, and in Tenth Cycle the Teacher Corps will collaborate with the National Institute of Education in disseminating curricular materials validated through research; (4) by providing Federal funds and program focus, Teacher Corps is able to bring some new vitality to teacher education. Thus, when compared to conventional teacher education designs, Teacher Corps rates high marks.

In summary, Teacher Corps appears to be meeting some of the needs of change in teacher education, in relation to conventional teacher education programs. In connection with item #3 above, we look forward to seeing a compendium of such validated materials and urge the Corps and NIE to publish them in a format that will be suitable for wide dissemination to teachers, administrators, school boards, and other educational leaders.

3. Cost Effectiveness

It would be helpful in assessing Teacher Corps to know how it compares in terms of cost effectiveness with other teacher education programs. We would like to be able to offer some evidence, but we lack satisfactory data.

There are only crude, incomparable data available on the costs of educating teachers. Nor have we been able to calculate a true cost of educating teachers in the Teacher Corps, either pre-serivce or in-service. Until better data are available, comparisons are not possible.

There are those who question whether the $37.5 million now spent annually on Teacher Corps might be more effectively invested elsewhere. The question is, where? Should new programs

be developed to channel monies into professional development of educators? How about a voucher system, for example? Moreover, who should decide how the money should be spent -- the Federal Government, local education agencies, the universities, or the professionals acting independently? We believe that much more needs to be known about the comparative effectiveness of different kinds of teacher training options. Further, we believe there should be an opportunity for decisions to be made on the basis of local option as to what kinds of training programs might be most effective.

4. Program Flexibility

Has the Teacher Corps adapted to changing needs and circumstances? Or is it based on a rigid formula that may become obsolete as societal conditions change?

Teacher Corps was criticized for not adapting to the changing employment situation for teachers; finally the retraining focus was added in 1974. Nevertheless, the original mission of Teacher Corps, which included the recruitment of teachers from minority groups, continues to be valid and necessary in view of the continuing shortages of teachers in certain areas.

In our judgment Teacher Corps has demonstrated remarkable tenacity and resiliency by bending with the winds of change while maintaining its base of support in the Congress and the Administration.

5. Efficient Management

Fox's analysis highlights a need for more careful monitoring and management of Teacher Corps projects. After a decade of operations, Teacher Corps has learned that projects would benefit from more technical assistance. We are encouraged that Teacher Corps intends to work closely in Tenth Cycle with the National Institute of Education in order to disseminate research findings on curricular materials.

Teacher Corps, in our judgment, has not been as strong as it should be in terms of encouraging and managing experimentation. Much of the rhetoric of Teacher Corps suggests that it has found the "right" answers -- e.g., competency-based teacher education, when such conclusions appear to be premature.

6. Comprehensiveness

Does Teacher Corps make provisions for including the main parties required to effect educational change in a school system? We are pleased to note that the Corps has become more inclusive of a target school's staff, thus achieving a "critical mass." In Tenth Cycle, the Corps will try to reach all teachers in a school for in-service education. The Administration has proposed that the legislation be further amended to permit inclusion of the principals in each school in Corps projects. We fully support the intent of this change.

Our concern over comprehensiveness goes beyond this, however. Teacher Corps is a program, not a policy. Teacher Corps started out as an anti-poverty program; only secondarily was the Corps aimed at professional development of educational personnel. In 1967, Teacher Corps became part of EPDA, an umbrella policy aimed at systematic upgrading of the education profession. Now, (in 1975) we face a situation in which the policy (EPDA) is withering away for lack of full support in the Congress and the Administration. To be sure, EPDA has never achieved the status of comprehensive policy -- for example, it has not taken adequately into account the leadership function in education.

Teacher Corps, as presently structured, is no substitute for a comprehensive Federal policy concerning the professional training of educational personnel.

Conclusion

In summary, we believe Teacher Corps has demonstrated its usefulness. If we were asked to grade Teacher Corps on a curve (in a class with other EPDA programs or other teacher training programs) it would rate an A. On a fixed scale, we would give it a B, because it is not quite as good as it ought to be, but well above average as a teacher education program. We believe Teacher Corps is a valuable prologue to even greater improvements yet to be made in educational personnel training.

3. Recommendations

In a previous report, Staffing the Learning Society: Recommendations for Federal Legislation (issued in April 1975), this Council advanced an argument for the continuation -- but extensive revision -- of Title V of the Higher Education Act (the Education Professions Development Act). The recommendations in this report are consistent with our earlier report but are more definitive with respect to the specific role of Teacher Corps within a new Title V.

By way of background, the first recommendation offered below concerns the scale and mission of Teacher Corps. In presenting this recommendation, the Council has explored five alternative options, as follows.

Option #1: Teacher Corps, with appropriate modifications, could become the new Title V, taking the place of EPDA. The merit of this option is that the Corps, having proved its mettle, could be expanded considerably in scope and level of funding to serve as the staging ground for all of the educational training under Title V. This would suggest new legislation and a much higher level of authorizations. We have rejected this option because while we find Teacher Corps on the whole to be an admirable program, it is not broad enough in scope to carry out the major changes we believe are called for to improve training in the education professions, as outlined in our report, Staffing the Learning Society.

Option #2: Teacher Corps could be expanded somewhat to reach even more teachers, schools, and institutions of higher education. Were this to occur, the new retraining function of Teacher Corps (mandated for Tenth Cycle) should be expanded even further to broaden the impact. The merits of this alternative are based in the track record of the Corps and its promise for the future as a focal point for retraining of experienced educational personnel.

Option #3: Teacher Corps could be maintained at its current funding level and with its present mission. The Administration and the Congress "straightlined" the Corps over the last three budget cycles. (See Table 3, p. 11.)

Option #4: Teacher Corps could be reduced in scope along with a concurrent reduction in funding. Funds "saved" from Teacher Corps might then be reinvested elsewhere. In our judgment the evidence does not support a reduction in the mission or support of Teacher Corps, nor does it seem likely that any funds released would be put back into education; rather because of the HEW budget mandates, funds probably would go elsewhere.

Option #5: Teacher Corps, if shown by evidence to be seriously lacking, should be abolished. In our judgment the evidence does not point to this option.

Of these options, the Council has chosen Option #2.

In making our recommendations about Teacher Corps, the Council has attempted to place the Corps properly in the context of one of today's greatest needs in American education -- improved teacher education. In our discussions we developed a set of principles both to serve as a framework for the Federal Government's current role, especially in support of in-service training, and for the specific responsibilities of the Teacher Corps. These principles are five-fold.

First, we believe that there is a necessary and legitimate role for the Federal Government in the training of educational personnel. At the present time, given the supply/demand situation, we believe the Federal role should emphasize improved in-service education. The Federal role is properly one which stimulates experimental and innovative strategies for the preparation of more effective teachers and other educational leaders. We believe the Federal role at present should be confined to the contribution of such monies as are necessary for initiation of programs, and for experimentation and evaluation. Implementation of a Federally supported program should not carry a sense of longevity or permanence; rather, Federal support should carry the presumption of eventual termination.

Second, we believe that Teacher Corps, while not perfect, has proved itself by past performance and continued promise to be a proper vehicle for the in-service training of educational personnel. While the emphasis on in-service training should not exclude undergraduate interns, we believe that the current shift of the Corps toward in-service education, as wisely mandated by Congress in P.L. 93-380, is appropriate. The statutory language of the mission of the Corps, as well as the guidelines, should now be rephrased to make this new role more explicit. We note with concern that a shift to in-service education will reduce opportunities to recruit minority persons into teaching. Thus we suggest that the Corps

continue to offer some internships for college undergraduates.

Third, institutions of higher education have a special opportunity, through participation in Teacher Corps projects, to reform their teacher education programs. In order to achieve maximum benefit from participation in Teacher Corps, colleges and universities should obtain the best possible faculty on campus and on site for operation of projects. The institution should work in collaboration with appropriate representatives in the local community in order to meet the educational needs of the community. In order to encourage greater participation of minority groups, the college or university should act as a catalyst to encourage minority persons to consider teaching as a career; in addition, the college or university should work with agencies directly responsible for recruitment of minorities to teaching. Finally, the participating college or university should restructure its teacher education programs, wherever appropriate, using evidence generated by the Teacher Corps project.

Fourth, the local school districts should encourage the continuation of projects with local funds once Federal funds have been terminated. To assist local school districts in obtaining maximum benefit from a Corps project, there should be a network of consultants available for project monitoring and evaluation. To improve understanding of potential outcomes, the local school district should clarify, for all concerned, the ground rules and objectives of the Teacher Corps project.

Fifth, with regard to the role of Teacher Corps-Washington, it should require intern applicants to be committed to at least two years of teaching after their service in a project is completed, in order to allow the benefits of this intensive training to be returned to the local schools. This suggestion is based on reports we have heard (but without definitive evidence) that some newly trained interns too quickly seek to become school administrators before serving as classroom teachers. We are concerned at this loss of teaching talent. Finally, in order to improve monitoring and evaluation, Teacher Corps-Washington should explore the possibility of building monies into grant funds that would allow improved monitoring efforts by the Washington staff.

Recommendations

1. We recommend that the legislation authorizing Teacher Corps be extended for at least three years, and that its authorized appropriation be increased to a level of about $50 million, thus permitting the Corps to expand its mission

to reach even more schools, experienced teachers, and cooperating institutions of higher education. Emphasis of the expanded Corps should be on the in-service educational needs of experienced teachers. We see other programs under a new Title V (a revitalized EPDA) being primarily responsible for training others in education (including administrators, college faculty, and policy makers), but not to the exclusion of their participation in Teacher Corps. Indeed, we believe one of the strengths of Teacher Corps is its new focus on the school as a social system, i.e., its recognition that all of the school's interacting parts deserve attention.

2. We recommend that Teacher Corps, with expanded appropriations, increase the number of grant recipients with the aim of increasing the participation of a few more pacesetter, high quality institutions of higher education. This recommendation is based on a belief that change in education often occurs from the top down, as well as from the bottom up. Teacher Corps has tended to focus on struggling, developing institutions. We believe much could be gained by bringing in more universities with recognized capabilities which include research and experimentation.

3. We encourage the collaboration of Teacher Corps with NIE to effect better dissemination of research findings. We recommend more such collaboration in the future, both to strengthen the substance of Teacher Corps and the practical ends of NIE. Not incidentally, we believe such collaboration can strengthen quality in education and advance our knowledge of teacher education.

4. Teacher Corps probably has been evaluated as often as any other Federal program in education, and yet knowledge about the structure, purpose, and use of evaluations leaves much to be desired. Teacher Corps should try to make itself a model of how an organization structures and uses evaluation and research to improve its programs.

5. The objectives of the Teacher Corps should be stated more specifically in the legislation. This would provide a sharper focus for the operations of the Corps as well as improved evaluation. To mandate that institutions of teacher preparation "broaden" their programs almost ensures that the outcomes will not be very specific, that the results will be "soft."

6. We endorse the new emphasis on retraining teachers, but we are mindful of the fact that excellent teachers are still in short supply everywhere, and that some schools in low-income urban and rural areas still lack <u>enough</u>

teachers for their special needs. We believe that the number of Teacher Corps members allocated to each State should be based on the formula used to determine poverty under Title I of the Elementary and Secondary Education Act. Further, we believe Teacher Corps should continue to provide some pre-service training in order to bring new teachers into the schools where they are needed. There is much evidence to support the unique contributions teachers of minority backgrounds bring to the teaching of children from the same backgrounds. This aim should not be lost sight of in the new model of Teacher Corps.

7. How to improve relationships between the schools and the universities has been the subject of debate for many years. Teacher Corps has made some improvements in these relationships, but it could do much more. We believe some new incentives should be built into the legislation and especially into the guidelines to encourage more effective collaboration among institutions to improve teacher education.

8. Teacher Corps has emphasized active parent-community advisories in education in the belief that this would strengthen the schools. We believe there is great merit to this approach. In future versions of Teacher Corps this emphasis should be accentuated.

9. We recommend amendments to the Teacher Corps legislation that would permit all school staff, including school administrators, to participate in projects. This amendment would make all school staff eligible for membership in Teacher Corps.

10. We recommend amendments to the Teacher Corps legislation to increase the maximum length of a Teacher Corps project to five years. This recommendation is based on the rationale that the demonstration of improved training requires longer than the current two-year cycles. On the other hand, we believe that as a rule projects should not be Federally funded beyond five years.

11. We recommend amendments to the Teacher Corps legislation that would permit up to ten percent of Teacher Corps projects to be conducted outside low-income areas, primarily to validate improvements made in the low-income areas by demonstrating them outside of those areas. Further, we recommend amendments to the legislation that would permit the Corps to provide technical assistance to the whole range of project activities, rather than only to recruitment, enrollment, and selection. This recommendation is based on evidence that project directors

need technical assistance to improve content and management of projects.

12. Teacher Corps emphasizes its "experimental" character. Indeed, the new legislative mandate for the Corps mentions the need for demonstration projects in the retraining of teachers as one of the specified approaches of the Corps. To the extent that Teacher Corps follows this mode, it will require substantial increases in those funds used to monitor demonstrations, including research and evaluation, in a deliberate attempt to learn from their performance (including learning derived from poor projects).

Conclusion

As Teacher Corps is now operating, it reflects a certain ambivalence. Sometimes its leadership and its literature talk about the need for change agents and improvements in education and teaching as if Teacher Corps knew what changes were needed, how to encourage them, and how to effect reforms. At other times the posture of the leadership is that it does not have this list of "truths," that it is seeking to learn about the validity of certain reforms through demonstration projects, although unfortunately it is neither staffed nor budgeted to evaluate individual projects or formulate changes based on the demonstrations.

Now that Teacher Corps is wisely shifting focus to emphasize professional development of teachers already employed, we see an opportunity to restructure the activities of Teacher Corps in such a way that the projects can become truly experimental, with generous provision for the assessment of their performance. The results, obviously, should then be fed into the teacher training community is such a way as to fulfill the other legislative mandate of encouraging "colleges and universities to broaden their programs of teacher preparation..." as now stated in Section 511 of the Higher Education Act of 1965.

The first ten years of Teacher Corps are now past; we think of them as a prologue for the activities now planned and newly under way. We are confident that the Congress will extend its authority for Teacher Corps so that the leadership will make the most of this opportunity.

Comment in Opposition

When the Council discussed, reviewed and adopted the draft of the present report, Hugo Sabato voted against its adoption and asked to be so recorded. He stated that Teacher Corps was established in the 1960's because of a critical shortage in the teaching force: "A Teacher Corps with a retraining mission does not appear to be the responsibility of the Federal Government."

Footnotes

Chapter 1:

1/ John K. Galbraith, "Let Us Begin: An Invitation to Action on Poverty", Harpers, March 1964, pp. 16-26, quoted on p. 109 in a study commissioned by this Council, on which we have drawn for this section on the historical background of Teacher Corps. The study cited is The Role of Evaluation in Federal Education Training Programs, conducted by David Cohen, John Merrow, Ann Taylor, and Walter McCann of the Center for Educational Policy Research at Harvard University, 1971.

2/ Ibid., p. 116.

3/ Ibid.

4/ Senate Committee on Labor and Public Welfare Report, March 29, 1974, p. 99.

5/ Roy A. Edelfelt and Ronald Corwin, Lessons from the Teacher Corps, National Education Association, Washington, D.C., 1974, p. 20.

6/ David D. Marsh, "A Study of Teacher Training at Twenty Teacher Corps Projects", a paper presented at the Teacher Corps Conference in Washington, D.C., June 1974, pp. 2-3.

7/ Ibid.

8/ G. Thomas Fox, Jr., "Who is Being Evaluated? Teacher Corps Evaluations Over the Past Ten Years", unpublished manuscript, Spring 1975.

9/ David D. Marsh and Margaret F. Lyons, "A Study of the Effectiveness of Sixth Cycle Teacher Corps Graduates", in PBTE, published by the Multi-State Consortium on Performance-Based Teacher Education, February, 1975.

10/ Roy A. Edelfelt and Ronald Corwin, quoted in PBTE, February, 1975.

Appendix A

Legislative Issues of the Teacher Corps*

Throughout its ten-year history, the Teacher Corps has been shaped and reshaped through frequent Congressional scrutiny and amendment. This case study of eight issues illustrates the stimulus/response relationship between Congress and the Corps.

1. Congressional "Steamrolling" in 1965

Since the original proposals for Teacher Corps emerged after the pending Elementary and Secondary Education Act had already passed the House, a National Teacher Corps provision was added in the Senate to the Higher Education Act of 1965. The concept of Teacher Corps was endorsed by President Johnson at the National Education Association convention July 2, 1965.

Meanwhile, Representative Edith Green's (D-Ore.) Special Subcommittee on Education had held fifteen days of hearings on higher education and had reported to the House a bill (H.R. 9567) that had no provision for Teacher Corps. When the bill reached the Senate, it was altered by an amendment, offered jointly by Senators Edward Kennedy (D-Mass.) and Gaylord Nelson (D-Wisc.), which added to it the National Teacher Corps. When passed and referred back to the House, the Teacher Corps amendment went not to Mrs. Green's committee (where opposition was expected) but to John Brademas' (D-Ind.) General Subcommittee on Education where, according to one report, it was "essentially rubber-stamped."[1]

In the early stages of debate, Philip H. Des Marais, then Deputy Assistant Secretary of the Department of Health, Education, and Welfare for Legislation, recognized the momentum: "The internal politics of the [Senate] subcommittee [on Education] make it very difficult for Senator Morse to oppose the amendments offered by Kennedy and Nelson."[2] One report called the manner in which the legislation was considered

*Prepared by Mark Singel, a graduate student in Higher Education at the Pennsylvania State University, for the National Advisory Council on Education Professions Development.

"steamrolling through Congress,"[3]/ and Congressman Albert Quie (R-Minn.) stated later that "when the National Teacher Corps was before us, the Congress did not study this legislation."[4]/

As a result, in the hearings on the Higher Education Amendments of 1967, Teacher Corps was thoroughly scrutinized. The legislation did not bypass Mrs. Green's committeee this time and she quickly became the principal protagonist of the proposed modifications of Teacher Corps. Following a strategy meeting, Commissioner of Education Harold Howe wrote to Mrs. Green "we are willing to go along with the arrangements you suggested to us on your assurance that this will lead to favorable action in the shortest possible time."[5]/ The Green subcommittee completed its amending work on both the ESEA and the Higher Education Act of 1965 and Teacher Corps was placed under a new Bureau of Education Professions Development in an omnibus bill reported to the House on June 16, 1967 (H.R. 10943). The amendments dramatically changed Teacher Corps to the satisfaction of critics, de-emphasizing the Federal role in the program (described below). Symptomatic of the shift to greater local control was the change in name: National Teacher Corps became simply Teacher Corps. Still, Commissioner Howe called the amendments "consistent with the original intent of Teacher Corps."[6]/

2. Federal versus Local Control of Education

The earliest proposals held, for many, overtones of strong Federal control. Ralph Flynt, then Associate Commissioner for Educational Research and Development, showed his concern: "[The Teacher Corps amendment of 1965] would heavily concentrate administrative management and control at the federal level...leaving little room for local initiative and control."[7]/ Congressman Quie was the main opponent of the Corps on these grounds noting that "the Federal government will recruit, select, and enroll teachers and the teacher interns."[8]/ Rep. Brademas and Sen. Nelson championed Teacher Corps pointing to Section 516 of Title V-B of the original legislation, which specifically stated that local control was to be preserved.

Nonetheless, the 1967 amendments "de-nationalized" Teacher Corps: recruitment, selection, training of interns, and ten percent of the funding responsibility were all handed over to local education agencies. It was made clear that interns were subject to approval and dismissal by local school boards. Since enactment of the 1967 amendments, Teacher Corps-Washington has avoided intervention of the local affairs of Teacher Corps projects. In 1968, the Director, Richard A. Graham, called the Teacher Corps:

> ...an example of what creative federalism can offer. The national government provides needed funds and a format for constructive change...the local schools and universities, working together, operate the program.[9]/

3. Funding of Teacher Corps

The controversy generated by the issues of Federal control and "steamrolling" may have been partially responsible for the crippling underfunding of Teacher Corps at its beginning. Though the authorizing legislation was first enacted November 8, 1965, the first appropriation wasn't released until May 13, 1966; this delayed Teacher Corps services for a year and then funded them at one quarter of the authorization. Senator John Pastore (D-R.I.) called it a personal disappointment that the Appropriations Committee deleted the original item for Teacher Corps funds and noted "They said they wanted more time because they were not familiar with it."[10]/ Not until 1971 did appropriations catch up to budget requests and only by 1973 did appropriations equal authorization (see Table 3, page 11).

Throughout 1968-70, the major debate on Teacher Corps centered around funding levels. Representative Arnold Olsen (D-Mont.) stated:

> The Appropriations Committee has treated the Teacher Corps in a rather ungenerous manner from the beginning. But after last year's [1967] legislation to make local control certain, criticism of the program has disappeared.[11]/

Indicative of this dwindling opposition, perhaps, were the April 1970 hearings in which the Senators talked of the level of Teacher Corps funding, rather than the Rationale for it. A proposal was made to include Teacher Corps funds in the total appropriation to be made to the Office of Education. Supporters of Teacher Corps, including a representative from the National School Boards Association, expressed fears that without separate line-item funding, the Office of Education would divert funds intended for Teacher Corps.[12]/ The proposal failed and Teacher Corps remained separately funded.

4. Supply and Demand of Teachers

One of the main reasons for Teacher Corps' early appeal was that it was seen as a possible solution to the teacher shortage

of the 1960's. Senator Nelson, in 1965, pointed to an annual shortage of 118,000 teachers,[13] and Lyndon Johnson predicted that by 1975 "we will need 900,000 new secondary school teachers and 925,000 new kindergarten and elementary teachers."[14]

But by 1970 the supply and demand figures were balancing out[15] and some Congressmen were calling for greater scrutiny in funding educational programs. Teacher Corps responded with a change in emphasis that the Secretary of HEW, Elliot Richardson explained:

> The primary focus of the education professions development program has been shifted from recruiting new teachers into the system to reforming teacher training techniques and upgrading teacher skills.[16]

The change, reflected in Tenth Cycle procedures of Teacher Corps, may have been a reason the Teacher Corps escaped the budget cuts forced on many other education programs.

Another reason for Teacher Corps' continued full-funding is that it has been generally accepted that interns are graduating with special skills that conventionally trained teachers do not have. Director William Smith pointed out in 1971 "there is not a surplus of teachers, both competent and qualified, who are able to work with children who have specific needs in these poverty areas."[17]

5. The Shift in Teacher Corps from Pre-Service to In-Service

The most interesting example of Teacher Corps' resiliency was its shift from intern pre-service training to in-service and retraining of educational personnel. Mentioned above as an intramural change in emphasis in 1971, the modification was legally enacted in the Education Amendments of 1974.

The original conception of Teacher Corps emphasized the intern component with Peace Corps as the prototype. Representative Jonathan Bingham (D-N.Y.) said in 1967, "The successful combination of idealism and practicality which distinguished the Peace Corps is being carried over to the work of the Teacher Corps."[18]

With the 1971 change in guidelines which anticipated the Congressional action of 1974, Teacher Corps was able to accomplish a major turnabout and yet remain a viable program. Under the 1974 amendments authorizing demonstration projects for retraining and in-service of experienced educational personnel, intern recruitment and training was effectively

upstaged. In a memorandum to the National Advisory Council on Education Professions Development, Mae Armster Christian, Director of the Atlanta Teacher Corps Consortium, noted, "one cannot focus upon another educational effort which... can make almost immediate adjustments to needs assessments."[19]/

6. Who Benefits? Intern or Target Population?

Throughout Teacher Corps' existence many have argued that the intern, not the disadvantaged school children benefited most from the program. Senator Peter Dominick (R-Colo.) questioned in 1967:

> --Isn't Teacher Corps just another financial grant that doesn't require repayment?
> --Are Corpsmen required to teach in poverty areas?
> --Does Teacher Corps attract teachers to ghetto schools?[20]/

At one point, Teacher Corps was called a Federally funded bonanza, benefiting only the interns.

Elwyn Meenen of Teacher Corps-Washington responds that, a few interns took advantage of the program. Some First Cycle interns might have seen a "free Master's degree of their choice offered for two years of Teacher Corps service. The problem was detected, however, and criteria regarding interns made "free rides" virtually impossible. Requirements for interns in later cycles included an interest in education or social work and graduate study in a field related to their service.

That education of the disadvantaged is being served at least as well as the interns themselves is supported by the figures:

	1st Cycle on Graduation (81 percent)+		1st Cycle 1 Year Later (63 percent)+		2nd Cycle on Graduation (76 percent)+	
	Interns	Team Leaders	Interns	Team Leaders	Interns	Team Leaders
Remaining in education	85.5%	89	84.6	92	80	89
Remaining in teaching	79.5%	43[1]	76	43[1]	76	59[1]
Those in teaching who will remain in low-income schools	78%	84	72	82	75	86

Source: House Appropriations Hearings, March 10, 1970, p. 675.
+ Response rate
1 Team leaders are trained while in the Teacher Corps for a leadership role which will prepare them for positions as supervisory teachers, clinical teachers, team leaders, resource teachers, principals and other administrative types in school systems.

Also, preference is now given to those candidates whose backgrounds are similar to the target group on the theory that this may result in heightened understanding and dedication on the part of the interns in delivering educational services to the similarly disadvantaged children.

Minority Interns in Teacher Corps (%)

Cycles	1	2	3	4	5	6	7	8	9	10
Black	20	21	28	34	35	35	34	35	33	
Spanish		1	1	12	13	14	17	19	16	
Indian					5	6	9	6	8	
Other	2	1	3	1	2	3	1	1	2	
Total	22	23	32	47	55	58	61	61	59	

Source: Prepared by Charles Maxwell, Teacher Corps, Management Branch, June 20, 1975.

7. Equity of Pay Benefits

A letter from an anonymous Chicago school principal May 24, 1968, charged that interns did not work a full day in the schools and yet drew the full salary of a beginning teacher.[21] Similar criticism has been voiced over the years. During Cycle 1, Teacher Corps interns received pay equal to that of beginning teachers plus free education. It could therefore be argued that interns were faring better than actual new teachers.

The 1967 amendments sought to correct that situation by setting interns' salaries at $75 per week plus $15 for each dependent per week or the beginning salary established by the district, whichever was less. Senator Winston Prouty (D-Vt.), thinking in terms of the Peace Corps' stipend of $50 per month still questioned "Are stipends even at the reduced level of $75 per week, necessary to attract dedicated personnel?"[22] (It was pointed out that $75/week after taxes and big city expenses was minimal.)

The 1974 amendments upped the intern salary to $150 and $15 for dependents per week, but dropped the provision "not to exceed the beginning teacher's salary" thereby reopening an avenue for potential criticism. Teacher Corps guidelines continue the old ceiling, however.

8. Program Overlap

Since 1971, consolidation of agencies and programs has been a hallmark of the administration's legislative packages. Frank Carlucci, then Undersecretary of HEW, explained President Nixon's plan to incorporate Teacher Corps into a new agency called ACTION in 1971: "Many of the activities of the Peace Corps, VISTA, and the Teacher Corps complement each other and can be better managed and coordinated if combined in one agency."[23]/ But Senator Claiborne Pell (D-R.I.) rebutted consolidation saying "Bitter experience has taught us that when this administration talks about consolidation, it is really talking about cutting out programs and cutting out services to the people."[24]/

Congress chose to reject the plan and the rationale that has prevailed for the independence of Teacher Corps is that it is a unique operation, impossible to categorize with any other existing program. When questioned about the possible overlap of Teacher Corps with other Federal programs in 1973, Louise White, then Director of Teacher Corps, said:

> the Teacher Corps program itself is, in fact, very different...in that it not only utilitzes different techniques, but it develops and encourages the development of new and different teaching techniques to deal with specific target populations.[25]/

Major Amendments to Teacher Corps Legislation -- P.L. 89-329

1967--Recruitment, selection, training of interns left to local project officials
- --Experienced teachers to serve only as team leaders
- --Undergraduates eligible for program
- --Team leaders compensated at rate of LEA
- --Intern's compensation: $75 plus $15 per dependent per week OR lowest full-time local salary, whichever less.
- --TC placed in Bureau of EPD
- --Federal funding cut from 100% to 90% maximum

1968--Medical coverage for Corps members

1969-70--Volunteers from High School and College encouraged to join TC
- --Target group children expanded to youth offenders and juvenile delinquents

1972--Duties of Director and Deputy Director clarified

1974--TC authorized to support demonstration projects for retraining educational personnel
- --Interns' maximum compensation raised to $150 plus $15 per dependent per week

Dates in the History of Teacher Corps Legislation

DATE	ACTION
2/11/65	Senators Gaylord Nelson and Edward Kennedy introduce amendments proposing National Teacher Corps.
6/30/65	House version of Higher Education Bill (H.R. 9567) introduced in House with no provision for Teacher Corps.
7/ 2/65	President Johnson endorses Teacher Corps at NEA convention.
7/16/65	Kennedy and Nelson introduce joint Teacher Corps amendment.
7/19/65	Johnson's Teaching Professions Act of 1965 introduced in Congress.
11/ 8/65	H.R. 9567, containing Teacher Corps provision signed (P.L.89-329).
6/16/67	H.R. 10943 Education amendments of 1967 introduced in House.
6/27/67	H.R. 10943 considered and passed in House.
6/28/67	H.R. 10943 considered and passed in Senate.
6/29/67	H.R. 10943 signed into law (P.L. 90-35).
7/15/68	H.R. 15067 Higher Education amendments of 1968 passed in Senate.
10/16/68	H.R. 15067 signed into law (P.L. 90-575).
4/23/69	H.R. 514 including Teacher Corps amendments, passed in House.
2/19/70	H.R. 514 passed by Senate.
4/13/70	H.R. 514 signed into law (P.L. 91-230).
8/ 6/71	S. 659 Education amendment of 1972, passed in Senate.
11/ 4/71	S. 659 passed in House.
6/23/72	S. 659 signed into law (P.L. 92-318).
3/27/74	H.R. 69 Education amendments of 1974 passed in House.
5/20/74	H.R. 69 passed in Senate.
8/21/74	H.R. 69 signed into law (P.L. 93-380).

Hearings on Teacher Corps

House Committees		Senate Committees	
Appropriation	Authorization	Appropriation	Authorization
3/10/70	7/7-7/15/65	4/23/70	2/11/65
3/ 2/71	4/17-5/2/67*	5/18/71	6/11/65
3/15/73		3/ 2/72	6/23/67
4/ 9/74		5/22/73	4/29,5/4/71**
		6/ 3/74	6/ 9/71

* Special Subcommittee on Higher Education of the House Education and Labor Committee

**Senate Subcommittee on Legislation and Military Operations

Footnotes

1/ Elwyn Meenen, Legislative History (unpublished) prepared for Teacher Corps staff, December 13, 1974.

2/ Philip H. Des Marais, Deputy Assistant Secretary for Legislation HEW, memorandum to Samuel Halperin, Director of Office of Legislation, U.S. Office of Education, June 17, 1965.

3/ David Cohen, John Merrow, Ann Taylor, and Walter McCann, The Role of Evaluation in Federal Education Training Programs, (unpublished), Center for Educational Policy Research, Harvard University, 1971, pp. 110-126.

4/ Congressional Record, March 29, 1966, p. 7121.

5/ Harold Howe II, Commissioner of Education, memorandum to staff, March 22, 1967.

6/ Howe, ibid.

7/ Ralph C.M. Flynt, Associate Commissioner for Educational Research and Development, memorandum to Samuel Halperin, May 10, 1965.

8/ Congressional Record, October 19, 1965, p. 27435.

9/ Hearings before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare, June 23, 1967.

10/ Congressional Record, October 21, 1965.

11/ Congressional Record, June 24, 1968, p. 18324.

12/ Hearings before the Subcommittee on Labor, Health, Education, and Welfare of the Senate Appropriations Committee, April 17, 1970, p. 196.

13/ Hearings before the General Subcommittee on Education of the House Committee on Education and Labor, July 7, 1975, p.122.

14/ Presidential statement on signing the Education Professions Development Act, June 29, 1967.

15/ From Report to the Congress -- Assessment of the Teacher Corps Program, by the U.S. Office of the Comptroller General, 1970, p. 46.

16/ Hearings before the Subcommittee on Labor, Health, Education, and Welfare of the Senate Appropriations Committee, April 29, 1971, p. 755.

17/ Hearings before the Subcommittee on Labor, Health, Education, and Welfare of the House Appropriations Committee, February 18, 1971, p. 845.

18/ Congressional Record, April 25, 1967, p. 10759.

19/ Mae Armster Christian, Director of the Atlanta Teacher Corps Consortium, memorandum to NAC/EPD, June 24, 1975.

20/ Hearings before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare, June 23, 1967.

21/ Congressional Record, May 24, 1967.

22/ Questions and answers prepared by Legislative Office of U.S. Office of Education, 1968.

23/ Congressional Record, December 14, 1971, p. 46905.

24/ News Release, from the Office of Senator Claiborne Pell, March 30, 1971.

25/ Hearings before the Subcommittee of Labor, Health, Education, and Welfare of the House Appropriations Committee, March 6, 1973, p. 1009.

--Memoranda referred to (except footnote no. 19) are filed in the Legislative Office of the U.S. Office of Education.
--Page numbers of Congressional Records refer to bound volumes.
--Listings without page numbers are from secondary sources within the files of the Legislative Office of the U.S. Office of Education.

Appendix B

Synopsis: Tenth Cycle Teacher Corps

The Tenth Cycle of Teacher Corps is just getting underway as this report is being prepared for publication (Summer 1975). Following is a synopsis of how the Tenth Cycle is supposed to operate, based on the Guidelines and other materials prepared by the Teacher Corps.

Guidelines

I. Common Characteristics

A. The instructional program of the project should offer in its training (pre-service and in-service for project interns, teachers and aides) methods for individually guided instruction as well as the training necessary to identify, diagnose, and prescribe activities for the learning disabilities of students (persons from low-income areas attending project schools). The competencies of the project interns, teachers and aides must be identified and evaluated.

B. In order for the project to have a community base it is necessary to involve parents of students in all stages of project development including the preparation of the proposal. The project must offer training for parents, as part-time tutors and instructional aides, and also university courses when appropriate.

C. It should be possible for successful elements of a project to be incorporated into the regular instructional program of the sponsoring institution or agency.

D. Each project must offer, as part of its training, methods for analyzing special skills and personnel needed to meet the needs of project students.

E. All training programs must address the needs of the culturally diverse population in its community and

in the case of limited diversity utilize multi-cultural concepts in teaching.

F. There should be a training emphasis on methods for identifying learning problems and skills, and in prescribing programs to meet such needs.

G. The entire educational staff of project schools should have access to the project's training and retraining program.

H. Training should be in close proximity to the teaching station.

I. Projects should provide a means for "wide participation in collaborative decision making" in order to be responsive to the needs and desires of Corps members, local school officials, SEA's, professional organizations, social welfare groups, etc.

J. Each project is to provide for at least one or two teaching teams, composed of not less than four, no more than ten interns. Each team is led by an experienced teacher.

K. All projects are to cite specific characteristics which are adaptable to the community it intends to serve.

L. An attempt is made to fund projects for equitable geographic distribution and proportionate representation of urban and rural areas.

M. The project's organization, management and evaluation systems must be specifically stated in the proposal.

II. Training Strategies

A. Training Complex--- designed to integrate pre-service and in-service training of interns, teachers and aides at a facility located within or near a project school. Directly related to the "teacher center," instruction, materials, workshops, etc. will be provided for in this complex, in order to promote career-long professional development.

Guidelines require:

1. direct involvement of training personnel from the cooperating university, interns, aides, teachers, community volunteers in decision making;

2. instructional experiences for interns, teachers and aides must be administered through the training complex;

3. use of community and LEA resources for delivery and development of training.

B. Competency-Based Teacher Education -- a method of teacher training to help the instructor acquire skills based on specific learning objectives.

Guidelines require:

1. demonstration of performance based learning programs for training participants, to be designated for target group students;

2. systematic management so that trainees can learn to evaluate themselves;

3. provisions for alternative modes of instruction;

4. use of university and other resources with the school district served by the project.

C. Training for Implementing Alternative School Designs -- to help those school districts, institutions and agencies who have planned a major organizational innovation (for example, schools without walls, community-based schools, free schools) and wish to include a program of training and retraining teachers to meet their needs.

Guidelines require:

1. that school districts already be committed to the innovation -- the cooperating institution should be able to provide appropriate training activity;

2. that external agencies support the innovation;

3. improvement of training by relating it to educational change;

4. demonstration of a strategy for improving the education of low-income children by improving the skills of educational personnel and other conditions for learning.

D. Interdisciplinary Training Approaches -- programs to involve persons from several academic disciplines.

Guidelines require:

1. collaborative planning by representatives of diverse disciplines for training programs;

2. training designed for the specific cultural and community values of the project area;

3. flexible training programs -- knowledge to be used for the growth and development of children as members of specific cultural groups;

4. improved interrelationships among educational agencies and institutions.

E. Training for the Systematic Adoption of Research Findings -- is designed to close the communication gap between the researcher and practitioner by developing materials and programs, based on research, that can be used by the practitioner.

Guidelines require:

1. systematic organization of validated research findings into demonstration programs of training;

2. use of scientific approaches to persistent educational problems;

3. relating of research findings to the experience of trainees;

4. public demonstration of research findings, with the collaboration of school districts and educational groups.

Summary of Three Proposed Tenth Cycle Projects

I. University of Southern California (USC) -- Ventura Unified School District and Lawndale School District

USC Teacher Corps: Multipublic Training Program

The intent of this program is to mount a demonstration, competency-based pre-service/in-service training program for experienced teachers, teacher interns, aides, parents,

youth, and other community volunteers. The project is conducted jointly by USC and East Los Angeles College at schools in Lawndale Elementary and Ventura Unified School Districts.

A. Experienced Teachers will receive training in techniques of the following:

-- bilingual/multicultural teaching;
-- diagnostic/prescriptive teaching;
-- teacher-as-performing-artist;
-- trainer/manager of classroom human resources;
-- and additional courses required for the master's degree in education.

B. Intern Teachers will receive training in the above except that they will take courses for:

-- California State elementary teaching credentials;
-- additional courses for California State bilingual/multicultural credentials, and
-- additional courses required for the master's degree in education.

C. Aides will receive training to develop competencies as:

-- bilingual/multicultural technicians;
-- diagnostic/prescription technicians;
-- counseling technicians;
-- classroom performing arts technicians;
-- and will receive credit for course work toward an Associate of Arts degree.

D. Parents, Youth and Community Volunteers will receive specialized training as classroom tutors and counselors.

Structurally the USC multipublic training program will include elements from four of the Cycle Ten demonstration requirements.

Much of the training program will be carried out at project school sites, and will be competency-based with the exception of the arts courses which will be conducted as on-site workshops. The schools will serve as alternative portal schools and as such will function as teacher centers.

II. Cheyney State College (CSC) and District One -- Philadelphia

Emphasis: Training Complex

CSC and School District One -- Philadelphia, propose to establish a model Training Complex. The Training Complex programs will equip Teacher Corps interns and groups of experienced teachers with the ability to provide individualized instruction that meets the needs of elementary students from low-income families.

The proposed District One Training Complex will be comprised of a resource center and two training site schools. Courses, training modules, and the chance to use typical teacher center facilities will be offered at the resource center.

During the two year training period, the following groups will be trained:

-- Eight interns.
-- 140 - 200 Teachers.
-- Eight Principals.
-- 100 - 200 community members (aides and classroom volunteers).

The training will have potential impact on the quality of instruction for 5,000 students in 1976-77.

III. Murray State University of Murray, Kentucky and the Christian County School System

Emphasis: Systematic Adoption of Research Findings

The project is based on research supportive of the theory that each child has a unique talent. The purpose of the project is to create within the school an atmosphere where the teacher has the opportunity and has developed skills to view and discover this. The teacher will administer ability tests and other preassessment instruments, both commercial and teacher made, to discover different ways of classifying and developing the special talents that students have.

Specific training in "human potential" as well as diagnostic, prescriptive, and evaluation techniques are required for experienced teachers, as well as teacher interns, to demonstrate the research application to pupils from low-income families.

Appendix C

Chronological List of Teacher Corps External Evaluations

Cort, H. Russell, Jr. Teacher Corps: Two Years of Progress and Plans for the Future (Washington, D. C.: The Washington School of Psychiatry) 1968. [Cort]*

Demario, Kenneth, A Study of the Riker's Island Corrections Project (New York City: Vera Institute of Criminal Justice) 1970. [Vera]

Resource Management Corporation for U.S. Department of Health, Education, and Welfare. Analysis of Teacher Corps Effectiveness (Bethesda: Resource Management Corporation) 1969. [RMC]

Comptroller General Report to the Congress. Assessment of the Teacher Corps program at the University of Southern California and Participating Schools in Tulare County Serving Rural and Migrant Children (Washington: Government Printing Office) 1970. [GAO]

Cohen, David; Merrow, John; Taylor,Ann; McCann, Walter. The Role of Evaluation in Federal Education Training Programs: Chapter IV, "The Teacher Corps: A Case Study in Evaluation" (Harvard University: Center for Educational Policy Research) 1971. [Harvard]

Cline, Marvin. Innovation and Change: A Study of Strategies in Selected Projects Supported by the National Center for the Improvement of Educational Systems, (NCIES) (Cambridge: Abt Associates) 1972. [Abt Associates]

Crosby, Robert M. Full Scale Implementation of a Process Evaluation System of NCIES (Bethesda: Resource Management Corporation) 1972. [RMC]

Corwin, Ronald G. Reform and Organizational Survival: The Teacher Corps as an Instrument of Educational Change (New York: John Wiley and Sons) 1974. [Corwin]

Marsh, David D. and Lyons, Margaret. A Study of the Effectiveness of the 6th Cycle Teacher Corps Graduates (Berkeley: Pacific T & TA Corporation) 1974. [Marsh]

Compiled by Mary Dilworth for the National Advisory Council on Education Professions Development, April 1, 1975

* [] Popular name.

Appendix D

Responses to a Questionnaire on Teacher Corps

We took a representative sample of Teacher Corps projects from the Eighth and Ninth Cycles. On April 11, 1975 questionnaires (copy attached) were sent to twelve deans of education in colleges and universities participating in projects, and to twelve superintendents of schools. We wanted simply to find out what some "comsumers" thought about Teacher Corps. Ultimately, we received twelve responses, seven from deans or their representatives and five from school superintendents or their representatives.

On the basis of the twelve responses, "consumers" of Teacher Corps are advocates, but they are not blind advocates. Rather, they are candid about its strengths and weaknesses. While a small sample such as this is statistically insignificant, the responses are interesting and useful. Following are selected and edited comments, grouped according to the questions asked (there were four open-ended questions):

1. On the success and effectiveness of Teacher Corps?

> Teacher Corps has, in my opinion, with all its problems, most of which I am not even aware, had a greater impact at $38 million a year than any other federal program in or out of education. TC has put their money on CBTE, and it seems to have paid off. They have put their commitment with the management and organization of programs both at the teacher-training institution and with the public schools. This seems to be paying off. They have put the emphasis in working with communities, and this seems to be paying off. They have put their emphasis on working with children and those preparing to teach the disadvantaged, and this seems to be a highly positive intent and outcome.
>
> TC perhaps stuck to the training of "teachers" one or two years too long, but we had the flexibility under current programs, we felt to focus on the

in-service training of associate teachers in the field and the in-service work toward our own faculty members under present cycles.

Richard L. Willey, Dean
College of Education
Idaho State University

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In Toledo, the effectiveness of the Teacher Corps over the past five years can be measured through several areas of change:

1. the preparation program of the University of Toledo
2. the instructional program at the portal schools
3. the recruiting and selection practices of the Toldeo Public School System
4. change of attitude, skill, and perception of federal officials dealing for the first time with large urban school systems.

Lee R. McMurrin
Deputy Superintendent
Toledo (Ohio) Public Schools

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- It has changed many programs of teacher education by forcing the IHE to examine goals more critically, state objectives more specifically, and develop more extensive laboratory and clinical experience.

- It has forced university professors to meld didactic instruction with field experience in a more meaningful way.

- It has forced more extensive dialog between LEAs, IHEs and citizens.

- Interns have brought their idealism and zeal to the service of minority and low-income children and have asked appropriate unsettling questions of the educational bureaucracies.

- Interns have served as a catalyst for change, especially, I would think, in situations where the differences in political, social and educational philosophies of the Interns and communities were not critically different.

- More minority persons have been drawn into the profession.

- Every cycle has served to educate Teacher Corps project personnel regarding whatever was the current programmatic thrust. This continuous stream of materials, consultants, conferences, etc. had great growth potential for persons who engaged themselves seriously with them, even though the quality was quite uneven.

- Schools and communities have been introduced to strategies, practices, ideas, materials which would not have been introduced under normal circumstances.

- A significant number of teachers have had their skills upgraded as they worked in the program.

- Models for teacher education have been developed and tested, many offering components which can be replicated or adapted.

Margaret G. Dabney, Director
Virginia Teacher Corps Consortium
Virginia State College

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Teacher Corps has had a major impact on the content of teacher education through its emphasis on Performance Based Teacher Education. This impact has been reflected both in the local programs, with which I am in contact, and the national teacher education trends.

Some of the professional education components of Teacher Corps projects at this institution have become a regular part of the teacher education effort.

The original Teacher Corps projects which attempted to use Interns as change agents were failures. This seemed to be due to the naive idea that new and temporary members of a school staff (the Interns) were likely to be perceived as leaders by the established teaching faculties.

Teacher Corps has had mixed results in its efforts to involve community groups in a meaningful way in the policy decisions of schools. Where Teacher Corps has operated for a period of several years in a setting with

a significant number of a minority group, the community has gained power with respect to educational decision making. Where there is no minority group, the community members' role continues to be minimal.

Herbert Hite, Director
Teacher Corps Project
Western Washington State College

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As I review the Teacher Corps program cycles funded to Northern Arizona University I would like to state that I feel that Teacher Corps has been among the most effective of the Federal programs in which we have participated. First, it has been most effective in the original objective, that of supplying qualified teachers in Indian communities primarily on our vast Navajo Reservation. The vast majority of those completing the Teacher Corps program have remained on the reservation in instructional capacities. Some have already moved to administrative levels. In addition to this, Teacher Corps has been the best program yet in supplying Indian teachers for Indian students. One of the persistent problems, with respect to the Navajo Reservation at least, is that of encouraging the bright and capable Indians to choose teaching as a profession. I feel that Teacher Corps has done more than any single program to heighten the prestige of the teaching profession with that group. I would also add that this is extremely important to the up-grading of educational services to reservation personnel.

C. E. Fauset, Dean
College of Education
Northern Arizona University

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This program has assisted five separate school districts in the development and implementation of an individualized mode of instruction in the areas of reading, language arts, and mathematics. These subjects in the past have been a source of failure for children of rural, low-income, Mexican-American areas. The individualization has created motivation and a desire to participate and remain in school, and there seems to be some indication that the drop-out rate may possibly be cut down.

Bilingual/bicultural education programs and ethnic studies have been expanded through the involvement of this program, not only in communities but also

at the institution of higher education. Success-oriented, culturally relevant, self-concept enhancing programs such as the two mentioned should certainly have an effect on the educational goals and educational achievement of children and students served by Teacher Corps.

Because Teacher Corps interns are given an educational field-oriented experience (two years) in the public schools, the program has served dual purposes. First, public school students are exposed to more adults, more diversity of ideas; consequently, greater knowledge attainment. Secondly, persons who are preparing themselves to become teachers get an in-depth feel of the real situation because they must plan, instruct, and evaluate continually. Therefore, the field of education is benefitting by receiving certified teachers who are not novices but competent individuals experienced in the teaching and learning processes, totally committed to children and the educational success of these children. More specifically, these individuals have experience in helping public schools redevelop their educational systems to more adequately meet the needs of children.

Likewise, the institution of higher education ... has remodeled their teacher preparation program to more closely relate to the types of success-oriented experiences which this program has realized. Student teaching as traditionally known in colleges (one quarter with no union between academics, methadologies and practice) is no longer a part of this institution. Rather, a field-based, modularized, semi-individualized, year-long undergraduate teaching experience is now part of the program. Methods and practical experiences are no longer separated but are united parts of a whole program: thus, the second mandate which stresses the "broadening of programs of teacher preparation."

Community-based education has also been of great value to the communities which Teacher Corps has served. Community participation in educational decision making is now quite obvious. Community schools have been developed and education can begin prior to kindergarten and extend into adult life. Many tutorial, recreational, adult education, and drug education programs are examples of the programs that are now part of the communities which we have served.

Teacher Corps graduates from this program have always been extremely marketable and very much preferred to the regular graduating senior. Not only do they receive a degree and certification, but they are also

extremely knowledgeable in certain areas; for example, rural education, rural community dynamics, special education, bilingual education, and human development. The retention of Teacher Corps graduates in the field of education is also notable. Approximately 95 percent have remained in the field of education.

It must also be noted that although there is talk about "teacher surpluses," in rural, Mexican-American, impoverished areas this is a myth -- or possibly a dream. Teacher Corps has helped alleviate part of this problem.

Lawrence T. Gomez, Director
Teacher Corps
Adams State College (Colorado)

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Sixteen interns have received the degree, B.S.Ed., in either Elementary or Early Childhood Education. Eight interns have graduate with honors, four cum laude, three magna cum laude, and one summa cum laude.

Among the staff teachers in Teacher Corps project schools, there were seventeen advanced degrees earned as a result of the staff development program implemented as part of the project. Fifteen teachers have received the degree, M.Ed., in either Elementary Education or Early Childhood Education, and two others received the degree, Ed.S., in Elementary Education. Several other staff teachers have made substantial progress toward an advanced degree.

In both project schools there were several indicators that the curriculum had become more child-centered and less subject centered. Progress toward team teaching was particularly evident during the second year of the project as the organization of teams was completed in both project schools.

Perhaps the most significant changes were noted among teachers and interns. A pre and post battery of tests for all professional personnel in project schools was administered. The battery included the Rokeach Dogmatism Scale, Ball Orientation Inventory, Firo B, and the Carkhuff Index of Responding. Analysis of available data indicated that teachers and interns became more open in their belief systems over the two-year project period as measured by the Rokeach Dogmatism Scale.

Communication skills among project school staffs increased as a result of systematic communication skills training. Twenty-one months later, interns had maintained these skills as measured by the Carkhuff Index of Responding.

Progress toward individualization of instruction in Clark County School District is apparent from the increase in team teaching situations, multi-age grouping on an operational basis, and learning centers in classrooms throughout project schools.

In project schools team teaching has had a profound effect upon the program. It had brought about increased planning among teachers simply because teaming was possible only through coordinated planning. Trust levels between administrators and teachers have to be high to accept the changes toward learning and increased decision making on the part of teacher teams. The most significant change brought to project schools by the Teacher Corps have been to people. Changes are noted in values, commitment, caring, and purpose for being. These changes are ones that are difficult to measure, but, nevertheless, are apparent to staff members, administrators, and university coordinators. Closer relationships and better understanding between the university and public school system emerged as a result of Teacher Corps and Competency Based Teacher Education involvement.

Charles McDaniel, Superintendent
Clarke County School District
Athens, Georgia

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2. On continuing need for Teacher Corps?

I, personally, do not know of any other program being considered or on the scene that has such an overall positive impact. It is my opinion that if some new program were to come on the scene, it would take 3-5 years to accomplish the organization and management expertise needed to carry on a program of this magnitude.

There is a need for Teacher Corps. The need is manifested by being seed money for changes in teacher education and to address the specific intent of the legislation. The Teacher Corps program has had a

dual impact on the public schools and communities. It has not isolated education as taking place in only one group at one time. The intent and focus of present and future TC proposals fit in with our locale and our program has been entitled "Teachers for the Rural World." We were influenced by the fine publication "The People Left Behind" which studies and makes recommendations on rural poverty and need.

The research potential and research coming out of Teacher Corps is as solid as research in any area of education. The needed changes in content areas has also been a real part of Teacher Corps. On our campus, we have had almost as much support from Liberal Arts as in the College of Education and a number of young professors in the Liberal Arts have been actively engaged in the program.

Teacher Corps has helped bring the various disciplines together and has likewise brought together school and community.

Richard L. Willey, Dean
College of Education
Idaho State University

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Although significant changes have been made at the university, the schools, and the U.S. Office of Education, continuing efforts should be made in:

1. Recruiting minorities into the college of education;
2. Structuring the programs of the university to enlist directly the preparation of teachers for urban centers;
3. Assisting school districts in providing necessary improvements in the educational program of the elementary and secondary schools;
4. Providing opportunities for qualified minorities to be prepared, selected, and employed by large school systems;
5. Maintaining a liaison with the U.S. Office of Education in areas of teacher preparation, curriculum development, instructional systems, and the in-service education of staff working in large cities.

Lee R. McMurrin, Deputy Superintendent
Toledo Public Schools

There continues to be a crucial need for a Teacher Corps as long as schools practice "negative credentialism." The main difference between Intern teachers and other teachers appears to have been their humanism. This is a difference which needs to be overcome. In-service education on a continuous basis should be the norm for all teachers, but it must be in-service education that makes a difference. Teacher Corps should assume as its mission the testing of content strategies, and delivery systems for in-service programs which are geared to place emphasis upon the theoretical and philosophical bases for teaching multi-cultural populations of children in a humanistic learning community.

Margaret G. Dabney, Director
Virginia Teacher Corps Consortium
Virginia State College

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There is still a need for the recruitment and training of new teachers for poverty areas. Although there have been a shift in emphasis in Teacher Corps, we feel there are many needs and problems awaiting solutions. There are competent students in our community who, like past interns, need the assistance of a Teacher Corps to aid them in securing a sound education. A continuation of the Teacher Corps project is seen as a positive good as viewed from our prospective.

Charles McDaniel, Superintendent
Clarke County School District
Athens, Georgia

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I agree that the shift to in-service education at this point might make a significant contribution to the quality of educational services. However, even though substantial changes have occurred in the supply and demand situation for teachers generally, I feel that there are some geographical pockets for which the general supply and demand picture do not apply. For example, I am certain that there is still an extreme shortage of Indian teachers for Indian students. Therefore, I feel that Teacher Corps should shift its emphasis to Inservice Education, but maintain pre-service components for those areas where teachers are still badly needed.

C. E. Fauset, Dean
College of Education
Northern Arizona University

Most would agree that the continuing education of teachers in service is the most critical need for teacher education. Teacher Corps legislation now implements innovation for inservice education. Teacher Corps is probably more needed to facilitate inservice education now than it has been for educating new teachers.

No other agency seems available to fund major programs for re-educating experienced teachers.

The Teacher Corps background in collaborative management of teacher education seems particularly appropriate to retraining experienced teachers.

In other works, "It's the only game in town." The "game" is to improve the educational opportunity of children from low-income families by working directly and reponsibly with the persons in control of those children's learning environments. There is, therefore, a continuing and urgent need for Teacher Corps.

Herbert Hite, Director
Teacher Corps
Western Washington State College

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3. Possible changes needed in Teacher Corps?

I hate to admit that a bureaucracy may be feeling the pulse of need and change, but feel that Teacher Corps is keeping in touch with the major needs in teacher preparation and programmatic change. It is true, as mentioned earlier, they started out when there was a real need to get more teachers into the system. There was, then, a teacher shortage. Shortly after the implementation of TC, there was a "surplus" of teachers. TC then switched to preparing "better" teachers through the CBTE method, putting public schools and institutions on a peer relationship and having shared decision making in planning and implementing programs in teacher education and programs in public schools. The changes now being suggested that in-service education (retraining?) be a major focus is also timely.

Don Davies, when he was with NCTEPS and at the national meeting in New York in 1964, indicated that In-Service Education was the giant on the horizon and a giant problem that was neglected by both the public schools and institutions of higher education.

Instead of a giant problem, it is now a giant challenge and opportunity for institutions of higher education. Either we join in this effort or the colleges of education will lose much of whatever purpose they have had. The declining birth rate, the adequate supply of teachers will mean anything but a steady state in higher education. The public to be served will not be within the confines of a University setting, but will be individuals employed and wishing, for one reason or another, to upgrade skills or retrain for specialized positions within educational agencies. Summer school programs, while not a thing of the past, will have to be revised drastically and in-service education, if it is to meet the needs of the times, will hardly be recognized as situations where college professors come out to tell public schools what they need to do. It will, rather, be a time where public schools and colleges of education will plan together, and the public schools accepting plans that meet agreed-on objectives.

Richard L. Willey, Dean
College of Education
Idaho State University

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Since many of the needed changes are at least on their way, it appears to me that some effort should be put forward by the federal government to assist school systems in meaningful staff development activities for the presently employed corps of teachers. Because problems are concentrated in urban centers, every effort should be made to assist teachers in helping them make their competence as teachers grow. Refresher courses are not enough, but a continuing program -- a wide program of staff development must be offered.

Lee R. McMurrin
Deputy Superintendent
Toledo (Ohio) Public Schools

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Time for planning is necessary for most effective implementation during the school day.

Maintain effective communication between Teacher Corps-Washington and the local project.

Visits to other projects where exemplary programs are known to be in progress.

The addition of a research component to the guidelines of Teacher Corps.

More clearly stated guidelines are needed from Teacher Corps-Washington in the area of monetray expenditures.

Charles McDaniel, Superintendent
Clarke County School District
Athens, Georgia

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The official negotiating agent for local teachers should be named as an equal partner in the management and operation of local Teacher Corps projects.

The local education agency should be required to commit an entire education unit (e.g. an elementary school or a secondary department) to a Teacher Corps project to retrain teachers. For instance, the local commitment could take the form of school district funding of the enrollment of each teacher in the unit in on-site study with a college or university. The principal here is that only a complete unit seems to be an efficient base for a program of change.

The objectives of Teacher Corps projects should be clearly relevant to the publicly stated objectives by the state agencies for improvements in either public schooling or teacher education. Education is a state affair rather than a national program. National guidelines tend to remove funded projects from the realities of teacher education.

The mission of Teacher Corps should be revised to include the continuing education of school personnel. Evaluation of programs for school personnel should be in terms of changes in children of low-income families -- the pupils of these persons.

Herbert Hite, Director
Teacher Corps
Western Washington State College

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4. Alternative Uses for the Funds?

There might be a plan for better use. I simply don't know of one. I spent a Sabbatical in one of the better

R & D centers. Some of the better minds in the nation in educational thought worked there. Yet, if one is interested in action and seeing things get done, and research as a part of an implemented program, there is nothing to touch a program like Teacher Corps.

Richard L. Willey, Dean
College of Education
Idaho State University

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The money should go on a competitive basis to the fifty largest school systems. The federal government should be directly involved in financing the best staff development activities that can be generated. These programs should be centered around the school system drawing assistance from other resources such as universities, state departments, and other educational agencies. The public school should be put strictly in the "driver's seat" in this program if it is going to be effective.

Lee R. McMurrin
Deputy Superintendent
Toledo (Ohio) Public Schools

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I believe Teacher Corps has been tremendously successful and effective not only as a national effort, but more so in our specific locale. There is a great need for continuing the Teacher Corps program and expanding its each not only to encompass the pre-service training of undergraduates for low-income areas, but it must also be expanded to include the retraining of teachers from the same areas. I believe that $38 million per year to such a viable and responsible program needs encouragement and many millions more.

Lawrence T. Gomez, Director
Teacher Corps
Adams State College (Colorado)

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A design for in-service training for staff development should be planned which would hypothesize a change in values, commitment, caring and a purpose for being.

Continued training should be provided in functional team teaching situations, multi-age grouping on an operational basis, and learning centers for use in all schools.

Supplemental payments to be made to team leaders for the many and varied jobs they perform in that capacity.

Train and retrain present staff in effective ways of handling discipline in schools.

Train art teachers as coordinators to serve more than one school.

Train or provide music teachers for each school.

Further in-service education should be provided in Language Arts for present staff through the use of competent consultants.

Train or retrain present staff in Health Education for all children.

Train, retrain or teach the fundamentals of child development to all staff members at the primary level.

Charles McDaniel, Superintendent
Clarke County School District
Athens, Georgia

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Possibly, funds could be awarded to local projects in which a consortium of colleges, local school administrators and professional associations present, in an open competition, a plan for meshing professional development with improvement in the achievement of children. Such project proposals would implement the major goals of Teacher Corps without the intervention of a national staff of program specialists and financial monitors.

Alternatively, Teacher Corps should be modified to facilitate locally designed projects for professional development, evaluated in terms of improved learning of pupils in schools.

Another alternative would be for the federal government to fund exemplary programs for the field-centered, performance-based education of experienced teachers. Another alternative would be for the federal government to retrieve its original plan for phase III of the project for modeling the education of elementary teachers. Phase III was to be the funding of the operation of at least two of the nine original models.

Herbert Hite, Director
Teacher Corps
Western Washington State College

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Lyle E. Anderson, Jr.
Chairman

Thomas R. Hills
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Julia Jacobsen
Treasurer

George E. Arnstein
Executive Director

April 10, 1975

(This letter was sent to 24 persons.)

The Teacher Corps began in 1965 with a mandate, cited in law, to "strengthen educational opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation..."

In the ten years since Teacher Corps began, substantial changes have occurred in the supply and demand situation for teachers, in attitudes about the Federal Government's role in promoting social change, and in the size of the fiscal dividend available for Federal education programs. In view of these changes, among others, the Council believes it has a responsibility to take a new, critical look at Teacher Corps.

This Council is required by law to advise the Congress and the President about Federally funded educational staff development programs. We are now gathering data to see what we should recommend about Teacher Corps, and we solicit your views. Our time for this study is quite short. To be most helpful, your comments should reach us by April 30th.

Would you please share your views -- for attribution, or for background without attribution, if you want to restrict them -- as to:

-- The success and effectiveness of Teacher Corps?

-- The continuing need for Teacher Corps?

(continued)

-- Possible changes needed in the mission of Teacher Corps?

-- Alternative and better educational uses for the funds (some $38 million per year) now devoted to Teacher Corps?

By way of background, it is important to note that Teacher Corps recently has been ordered to shift its emphasis to in-service education, as mandated by Congress in P.L. 93-380. Specifically, the Teacher Corps, while preserving its basic purpose, is supposed to shift its emphasis from the recruitment and training of new teachers for poverty areas to helping local schools reform and improve the education offered poor children by retraining present staff. Clearly, this alters the original idea of Teacher Corps, as have other amendments since 1965.

We look forward to hearing from you as soon as possible.

Sincerely,

David C. Nichols
Associate Director

Appendix E

Teacher Corps -- Special Development Projects

The Teacher Corps has sponsored a number of special development projects designed to investigate, prepare and pilot materials and procedures to support the training of Teacher Corps staff and members. A listing of development projects carried out during Fiscal Years 1973 - 1975 follows.

DEVELOPMENT PROJECTS

Funding Date	Project and Institution	Project Description
1973-74	Pre-service/In-service Model University of Southern California $280K	To develop a demonstration model of credentialed personnel sharing their experiences in updating their own teaching skills in an on-site situation with beginning inexperienced teachers and interns.
1973-74	Teacher Corps Associates University of Wisconsin $50K	Continuation of 1972 training program for minority group educators to assume leadership responsibilities in teacher education and specifically CBTE.
1973-74	Institute for Cultural Pluralism California State at San Diego $144K	Development and installation of materials dealing with multicultural and bilingual thrusts within Teacher Corps sites.
1973-74	Cooperative Projects on Diagnostic/Prescriptive Materials Buffalo $41K Kansas State $30K South Alabama $40K	Development of an instructional package using the medical model through which intern performance is described, compared with a "profile," and then appropriate training is prescribed.
1973-74	Portal Schools as Development Centers Buffalo $44K	Develop materials in Teacher Corps sites for use of all teachers in school to meet learning needs of children who have been segregated in special education classrooms.
1973-74	State Consortium for Competency-Based Teacher Certification University of Florida $90K University of Houston $95K SUNY, Albany $95K MSC/PBTE, Syracuse $50K	To establish models for inter-institutional collaboration. This includes IHE, SEA, LEA, the community and the organized profession. Particular emphasis will be given to the role of SEA in promoting change in Teacher Education through existing Teacher Corps sites.

Funding Date	Project and Institution	Project Description
1973-74	Multicultural Education and Competency-based Teacher Education University of Toledo/ AACTE $100K	The preparation of materials to be used in Teacher Corps projects to identify basic skills and competencies for the preparation of Teachers for multicultural schools.
1973-74	Southern Consortium Colleges of Teacher Education North Carolina Central University and nine other predominantly black colleges $70K	Develop exemplary Competency-Based Teacher Education programs in small institutions, and providing demonstration centers and Technical assistance for Teacher Corps projects.
1973-74	Technical Assistance University of Houston $50K University of Wisconsin $25K University of Georgia $25K	Continuation of earlier project providing Technical assistance in Competency-Based Teacher Education and systems management to Teacher Corps projects.
1973-74	Exemplary Planning for Teacher Corps projects University of Iowa $75K	A planning model.
1974-75	In-service Education Model Western Washington $38K	Consideration by IHE, SEA, LEA, and teacher organizations in 6 states of status & trends in development of in-service education programs.
1974-75	Teacher Corps Networks Various Institutions (11) $700K	Establish information sharing system among projects on a geographical basis for purpose of improving project management & training resources.
1974-75	Technical Assistance University of Minnesota $210K	Provision of program support, assessment, and training assistance in each Teacher Corps site on meeting needs in the regular classroom of children with learning and behavioral difficulties.

Funding Date	Project and Institution	Project Description
1974-75	Moral Value University of Toledo $35K	Preparation and field-testing of several "modules" for use in intern training program based upon Kohlberg's work.
1974-75	Development of Mastery Teaching Materials University of Indiana $32K	Develop & field test in Teacher Corps sites a set of materials to train interns & teachers in setting objectives, preparing & administering diagnostic tests, differentiating instruction based on Bloom's mastery teaching strategy.
1974-75	Social Architecture Columbia University Teacher College $50K	Joint NIE/TC project to assist understanding just how educators & community members envision, design, and bring into being the new social system that is an innovative school (CPR).
1974-75	CBTE Survey Kansas State $25K	Development & application of procedure for determining criteria for assessing extent a program is competency-based.
1974-75	Cultural Pluralism Fordham University $40K	Involvement of school & community people from many ethnic groups in preparation of curricular materials specially for Teacher Corps projects in urban centers.
1974-75	Early Identification of Special Educational Needs University of Wisconsin $30K	Production of "package" of high-quality materials on a simulation model emphasizing children's behaviors within a range of normalcy in juxtaposition to suspected handicapping conditions for intern training.